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Services



**AIR FORCE OUTDOOR RECREATION
PROGRAMS**

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This instruction implements AFR 34-1, *Morale, Welfare, Recreation, and Services Programs*. It provides guidance for starting and running outdoor recreation programs at Air Force installations. It requires collecting and maintaining information protected by the Privacy Act of 1974. Title 10, United States Code (U.S.C.), Section 8013, grants the authority to collect and maintain such data. System of records F176 AF MP A, Nonappropriated Fund Instrumentalities Financial System, applies. Send copies of Major Command (MAJCOM) supplements to HQ AFSVA/SVPAR, 10100 Reunion Place Suite 401, San Antonio TX 78216-4138. This instruction is only applicable to the Air National Guard upon mobilization.

SUMMARY OF REVISIONS

This revision includes a description of program goals, components, funding categories, and development procedures; realignment of equipment loan and rental operations under the outdoor recreation program; extensive new guidance for swimming and aquatics; and an outline of individual and organizational responsibilities.

Section A—General Information

1. Program Goals. To:

- Introduce people to the diversity, values, and benefits of outdoor recreation activities.
- Teach appropriate attitudes, behaviors, and skills for these activities.
- Organize and lead safe and satisfying outings and activities.
- Provide information, referrals, equipment, recreation areas, and facilities for individuals and groups interested in outdoor recreation.

2. Program Components. A comprehensive outdoor recreation program includes six components:

- Organized activities
- Referral systems
- Equipment support
- Customer services
- Resale operations
- Facilities and recreation areas

Section B—Management Requirements

3. Outdoor Recreation Personnel. A high-quality staff is the key to a successful and safe recreation program.

3.1. The outdoor recreation director and assistant director (if any) should have college-level training or the equivalent, plus 2 years of experience in planning, implementing, and evaluating outdoor recreation activities.

3.2. All program personnel must maintain certification in standard first aid and cardiopulmonary resuscitation (CPR).

4. Program Development:

4.1. Begin by assessing the base's recreation needs and interests. Plan activities that are in sufficient demand. (Use CORPORATE PRISM data to help assess demand.)

4.2. Structure the program to meet CORPORATE STANDARDS targets. Establish long-term goals in a 5-year plan. Develop an annual purchasing plan to maximize buying power. Publish a quarterly or seasonal schedule.

4.3. Complete an inventory of local natural resources and existing local programs and services. Use this information to generate ideas for activities, identify potential locations for outings, and provide referrals.

5. Program Categories and Funding. The overall appropriated fund (APF) support goal for category B outdoor recreation is 50 percent, with the balance of operating expenses funded with nonappropriated funds (NAF). Fund Category A, B, and C elements in accordance with AFI 65-106, *Appropriated Fund Support of Morale, Welfare, and Recreation* and *Nonappropriated Fund Instrumentalities* and AFI 34-201, *Use of Nonappropriated Funds*.

6. Environmental Safeguards. Work with the base engineering and bioenvironmental offices to ensure that recreational facilities and maintenance practices comply with environmental regulations.

7. Record Keeping. Records for each activity include:

- Its name and brief description.
- The dates it operates.
- The number of participants.

- Its duration in hours (or its beginning and ending times).
- A calculated number of "participant days." (Eight participants in a 1-hour program or one participant in an 8-hour program equals 1 participant day.)

8. Alcoholic Beverages. Alcohol contributes to many accidents, so the outdoor recreation director must address alcoholic beverages in the program operating instructions (OI).

8.1. The staff must not consume alcoholic beverages while on duty.

8.2. The support group commander, or his or her designee, must approve in writing the presence of alcoholic beverages at a private pool party. The party's sponsors must submit a letter of request outlining their rules for serving and consuming alcoholic beverages at the party.

8.3. See AFI 34-119, *Alcoholic Beverage Program*, for other requirements and restrictions concerning alcoholic beverages.

Section C—Facilities and Activities Requirements

9. Playgrounds. This section applies only to playgrounds located at on-base and off-base recreation areas managed under the outdoor recreation program.

9.1. Bases may use natural resource funds from engineering for playgrounds.

9.2. Inspect playground structures and equipment weekly. Submit a work order to base engineering to repair broken or hazardous equipment immediately and don't let anyone use it until it's repaired.

9.3. Both new and renovated playgrounds must meet the safety and accessibility standards in AFM 88-30, *Children's Outdoor Play Areas*, or its replacement.

10. Outings and Off-base Trips:

10.1. File a written itinerary and emergency plan for each off-base trip with the outdoor recreation director or the recreation support flight chief.

10.2. Make a reconnaissance trip whenever possible to determine potential hazards. Brief trip participants on hazards and applicable safety practices.

10.3. Ensure that contractors have adequate safety plans and are prepared to handle potential accidents or emergencies.

11. Outdoor Adventure Activities. Adventure programs like whitewater rafting and mountain climbing carry a high level of risk. These programs require specially trained and qualified program leaders.

- The SV Commander or Director must approve new adventure activities.

12. Scuba Diving:

12.1. Scuba diving must be taught and led by highly trained, certified personnel. Use these organizations for training and instructional programs:

- International Diving Educators Association (IDEA)
- National Association of Scuba Diving Schools (NASDS)

- National Association of Underwater Instructors (NAUI)
- Professional Association of Diving Instructors (PADI)
- Professional Diving Instructors Corporation (PDIC)
- Scuba Schools International (SSI)

12.2. Divers certified by one of these organizations, and meeting base customer eligibility requirements, may participate in scuba diving activities and refill their air tanks at Air Force facilities:

- United States Navy
- National YMCA Scuba Program
- Los Angeles Parks Department Underwater Unit
- Multinational Diving Educators Association (MDEA)
- Confederation Mondiale des Activities Subaquatiques (CMAS)

13. Swimming and Aquatics. This section applies to SV-managed pools, beaches, waterfronts, and aquatics programs. (See also Air Force Occupational Health and Safety (AFOSH) Standard 161-14, *Swimming Pools, Natural Bathing Areas, Spas and Hot Tubs.*)

13.1. Pool Depths:

13.1.1. With Diving Boards:

- Minimum water depth beneath a 1-meter diving board is 10 feet for at least 20 feet out from the end of the board.
- Minimum water depth beneath a 3-meter diving board is 12 feet for at least 20 feet out from the end of the board.

13.1.2. With Water Slides. *Note: Permit only feet-first sliding.*

- For water slides that end less than 1 meter above the water and where swimmers experience moderate speeds or angles of entry (less than 10 degrees), the minimum water depth is 5 feet for at least 15 feet out from the end of the slide.
- For water slides that end higher than 1 meter above the water or where swimmers experience high speeds or angles of entry (more than 10 degrees), the minimum water depth is 8 feet for at least 15 feet out from the end of the slide.

13.2. Marking Pools and Swimming Areas:

13.2.1. Mark water depths on the pool deck at least every 10 feet. Make similar markings on the pool gutter or deck edge so they are visible from inside the pool.

13.2.2. Mark a red or black line at least 4 inches wide on a sloping pool bottom wherever the depth reaches 5 feet. Use a floating line to mark the 5-foot depth point during recreational swim periods unless it interferes with lap swimming.

13.3. Lifeguard Protection for Pools and Guarded Beach and Waterfront Areas:

13.3.1. At least two lifeguards must be on duty and at their stations (chair stand or deck patrol) during open recreational swim periods.

13.3.2. Staff levels must accommodate lifeguard breaks and rotations. Rotate lifeguards off their station or give them a short break (not to exceed 10 minutes) every hour. Clear the pool or swimming area if necessary to accommodate breaks. The supervisor or lead lifeguard suspends swimming if electrical storms become a safety threat.

13.3.3. Add lifeguards when the minimum required number of lifeguards cannot safely supervise the swimmers. **Note: *Have at least one lifeguard on duty for every 50 swimmers.***

13.3.4. Add lifeguards when pool, beach, or waterfront characteristics require them for adequate supervision. The field of view for a direct line-of-sight to swimmers must not exceed 180 degrees for any one lifeguard. Line-of-sight distance for pools must be less than 100 feet. Line-of-sight distance for beaches must be determined locally based on the size of the swimming area, water conditions, hazards, and available rescue methods.

13.3.5. When alcoholic beverages are permitted, add enough lifeguards to reduce the swimmers-to-lifeguard ratio to 40 to 1 or fewer.

EXCEPTION: At least one lifeguard must be on duty and on station during adult lap swimming or adult programs with fewer than 20 participants. An instructor who is also a certified lifeguard satisfies this requirement only by remaining out of the pool and supervising the entire group.

13.4. Lifeguard and Aquatic Instructor Certifications:

13.4.1. Lifeguards must maintain nationally recognized certifications in lifesaving and water rescue methods and skills, basic first aid, and cardiopulmonary resuscitation (CPR). Lifeguards on coastal beaches must also be specifically trained in surf rescue techniques. All lifeguards must participate in at least one hour of in-service training during each 2-week period of employment.

13.4.2. Aquatic instructors must maintain nationally recognized certification for the activities and skill levels they teach.

13.5. Unguarded Swimming Areas. Unguarded, "swim-at-your-own-risk," natural swimming areas are permitted with the approval of base safety, base legal, and the base commander. Post prominent warning signs stating that no lifeguards serve the area. Place clearly marked emergency telephones near unguarded swimming areas whenever possible so swimmers can call for help if needed.

13.6. Safety and Rescue Equipment:

13.6.1. All pools and guarded beaches and waterfronts must have:

- A first-aid kit with mouth-to-mouth resuscitation masks or guards to prevent disease transmission.
- A backboard with arm, torso, and leg immobilization straps and a separate head and neck immobilization system. If cervical collars are used, provide the complete range of sizes.

13.6.2. For swimming pools, each lifeguard station must have a rescue pole fitted with a life hook or shepherd's crook and a ring buoy.

13.6.3. For guarded beach and waterfront areas, each lifeguard station must have a ring buoy. Swimming areas enclosed by a dock must also have a rescue pole. If reaching or throwing rescues alone won't cover the swimming area, each lifeguard station must have a rescue tube, can, board, or boat. Purchase rescue water craft with APFs or NAFs.

13.6.4. Place rescue aids close to each lifeguard station so a lifeguard can use them without losing sight of an individual in distress.

13.6.5. Ring buoys must have at least 60 feet of line and a foot loop or lemon to prevent over-throw and loss of the buoy.

13.7. Flotation Aids, Pool Toys, and Aquatic Equipment. These guidelines apply to swimming pools only:

13.7.1. Allow only properly fitting US Coast Guard (USCG) approved personal flotation devices (PFD), types I, II, or III, during open recreational swim periods.

13.7.2. Allow pool or aquatic toys approved by the pool manager during special events.

13.7.3. Allow appropriate training devices and aquatic equipment during classes, team practices, or fitness training.

13.8. Minimum Age Requirements:

13.8.1. Keep children 10 years of age or younger under the direct supervision of an individual who is at least 18 years old.

13.8.2. Leave children ages 11-13 unattended only if they can demonstrate the ability to swim at least 12 meters.

13.9. Smoking, Food, and Beverage Limitations:

- Prohibit smoking, eating, and drinking in pools and at pool edges.
- Do not allow eating, drinking, or smoking areas closer than 10 feet from pool edges.
- Prohibit glass containers in pool, waterfront, and beach areas.

13.10. Reciprocal Pool Pass Privileges:

- TDY personnel assigned to a base for less than 30 days have free swimming privileges.
- TDY personnel assigned to a base for more than 30 days have the same swimming privileges as permanently assigned personnel. *EXCEPTION:* Honor their home base's season pass.

14. Off-Base Recreation Areas:

14.1. HQ USAF/SV approves new off-base recreation areas.

- The base commander signs requests for approval and send them through the MAJCOM/SV and HQ AFSVA/SVPAR.

14.2. Managers of off-base areas who live on-site must pay rent and utilities. They pay rental rates in accordance with AFI 32-9003, *Outgrant of Real Property*.

14.3. Make OIs for recreation areas flexible enough to accommodate the area's unique characteristics.

14.4. Recreation areas may include equipment loan and rental services.

15. Resale and Service Operations. Bases may sell products used in outdoor recreation activities and offer outdoor recreation related customer services.

16. Skeet and Trap Ranges:

16.1. Bases must comply with Bureau of Alcohol, Tobacco, and Firearms (BATF); ground safety; and NAF financial and asset-control procedures for receiving, storing, issuing, and selling firearms and ammunition.

16.2. Under the Gun Control Act of 1968 (Title 18 U.S.C., chapter 44), nonappropriated fund instrumentalities in all 50 states, the District of Columbia, Puerto Rico, and US possessions, must be licensed dealers in order to sell firearms. As of 15 November 1986, no license is required to sell only ammunition.

16.3. All sales of firearms, ammunition, and reloading supplies must comply with the guidance in BATF P 5300.4, *Your Guide to Federal Firearms Regulations 1988-89* (June 1988), or its replacement. Obtain BATF Form 4473, **Firearms Transaction Records**, from any BATF office.

16.4. Do not sell firearms or ammunition to anyone prohibited from such a purchase by state law or public ordinance. Get information about applicable state and local laws from the base legal office.

16.5. Follow the Privacy Act of 1974 to safeguard the information collected during firearms transactions.

16.6. Customers and staff must wear eye and ear protection (shooting glasses and ear muffs) on the shooting range.

17. Riding Stables:

- All horses must be inoculated against local diseases. A veterinarian must declare them free of infectious diseases.
- Horse owners must pay for grazing privileges on Air Force property in accordance with AFI 32-7064, *Integrated Natural Resources Management*. Set stall fees to fully cover all NAF stabling expenses.

18. Ski Areas. Clearly mark ski trails for degree of difficulty. Post trail information signs at the beginning of each trail and near the ski lift or tow rope. Cross-country trail signs must include distance and estimated skiing time.

- Make sure a rescue sled or similar equipment is available at downhill ski areas to safely transport injured skiers.

19. Food and Beverage Operations. These operations are typically located at recreation areas, lodges, skeet and trap ranges, and marinas. Train the staff in "dramshop" principles and procedures if alcoholic beverages are sold. See AFI 34-119 for other requirements and restrictions.

20. Recreational Lodging. Recreational lodging facilities include cabins, cottages, mobile homes, lodge rooms, permanently sited trailers and campers, and other enclosed sleeping shelters. They must be built and operated with NAFs. Structural repair may be authorized under AFI 65-106, *Appropriated Fund Support of Morale, Welfare, and Recreation Programs and Nonappropriated Fund Instrumentalities*.

21. Campgrounds:

- Treat undeveloped camping areas and tent campgrounds as category B facilities. You may use natural resource funds from engineering.

- Treat areas developed primarily for FAMCAMPs as category C facilities.

22. Marinas. These guidelines apply to private boat berths and moorages and to boat rental operations not authorized by APF support.

- SV boats must comply with USCG requirements, which differ for recreational and charter boat operations. Consult the nearest USCG office for specifics.
- SV boats must comply with state guidelines for numbering and equipping recreational boats. (See Title 46 U.S.C., chapter 33, and 33 C.F.R., subchapter 5.) Contact the nearest USCG office for further information.
- Marinas must comply with Federal, state, and local environmental and pollution laws.

22.1. Rental water craft (pontoon boats, jet skis, water ski boats, and sailboats over 16 feet in length) are not authorized APF support.

22.2. Customers operating SV water craft must be adequately trained. The outdoor recreation director must develop an OI covering basic customer qualification procedures for each type of water craft.

22.3. USCG-approved life jackets must be provided for all passengers and should be worn when the boat is under way.

23. Equipment Loan and Rental Operations. Equipment loan is a category B service; equipment rental is a category C service.

23.1. APF Support and Fees and Charges:

23.1.1. The outdoor recreation equipment listed in table of allowance (TA) 410, part B (skis, tents, bicycles, coolers, and so on) are considered loan items. Customers may borrow these items, except for specially designated outdoor adventure equipment, for use outside of SV conducted activities. Charge fees for these items only to recover NAF expenses incurred in issuing, receiving, repairing, cleaning, maintaining, and restocking the items. These fees are not meant to recover the purchase price of the items or make a profit.

23.1.2. Items not listed in TA 410, part B (campers, pontoon boats, jet skis, snowmobiles, sailboats over 16 feet in length, etc.) are considered rental items. Rental fees must cover all NAF expenses for the life of an item, including its anticipated replacement cost, and must produce the desired profit set by each base.

23.1.3. Maintain items previously listed in TA 410 and purchased with APFs, and now retained under allowance source code (ASC) 083, with NAFs. Such items remain on APF equipment records until disposed of through APF channels. For these items charge fees that recover NAF expenses incurred only in issuing, receiving, repairing, cleaning, maintaining, and restocking the item.

23.2. Priorities for Use. Make most items available on a first-come, first-served basis in accordance with AFI 34-101, *MWRS Programs and Patron Eligibility*. Active Duty and US Air Force Reserve personnel and their family members may reserve items like boats, motors, trailers, and other items in limited supply up to 30 days in advance.

23.3. Loaning or Renting to Minors. Family members under 18 years old must have their sponsor's permission to borrow or rent equipment. Use AF Form 163, **Sponsor/Parental Authorization**.

23.4. Equipment Care and Maintenance. Keep all equipment in ready-to-use condition.

- Give customers printed instructions for the use and care of the equipment they are borrowing or renting.
- Establish a written cleaning and minor-repair schedule for all items.
- Use certified technicians to adjust, test, maintain, and track scuba gear, ski bindings, and ski boots in accordance with industry standards.

23.5. Displaying Equipment, Fees, and Policies. Use a small area immediately inside the entrance for an attractive display of seasonal and year-round equipment. Provide a self-service atmosphere to encourage browsing. Prominently post fees, schedules, check-out and return procedures, and policies for late returns, loss, and damage.

23.6. Check-out Procedures. The SV commander or director approves a locally-devised equipment loan/rental receipt. These receipts must have sequential control numbers and produce an original and two copies.

- Complete the Equipment Loan/Rental Receipt and give the second copy to the customer.
- Hold the original and first copy. When the equipment returns, enter the charges on these papers.
- Collect the appropriate fees and give the customer the cash register receipt.
- Retain the original in the office files for 1 year and attach the first copy to the daily cashier's report.

23.7. Preprinted Checklists and Agreements. It's a good idea to devise a printed checklist of responsibilities or a rental agreement to supplement the loan receipt for high-cost, high-maintenance items.

23.8. Equipment Support for MWR Activities. Provide assistance to other MWR type activities whenever possible. If they charge a program fee, they should reimburse your operation via funds transfers for any equipment support they receive.

23.9. Equipment Use by Private Organizations and Other Groups. Private organizations pay the standard fees for any items they wish to use. APF equipment can not be loaned or rented to private organizations or other groups.

- Encourage esprit de corps with "picnic kits" for unit and squadron use. The recreation support flight chief approves the list of items included in the "picnic kits." Provide these kits free at the written request of the unit or squadron commander.

Section D—What People Do

24. The Air Staff (HQ USAF/SV):

- Determines policy.
- Acts on requests for waivers.
- Oversees resource allocation.

25. Air Force Services Agency (AFSVA):

- Provides operational guidance and technical support to MAJCOM-level and base-level programs.
- Implements training programs to support activity managers.
- Conducts centrally managed, Air Force-wide initiatives.

26. Major Commands (MAJCOM):

- Establish command operating goals.
- Oversee operations.
- Conduct MAJCOM-unique training and program initiatives.

27. Outdoor Recreation Director:

- Plans and implements a comprehensive program incorporating all six program elements.
- Compiles and maintains a complete inventory of local natural resources.
- Establishes safety and risk-management plans. Works with the base legal office to develop liability waiver forms, hold-harmless agreements, and assumption-of-risk forms.
- Creates and administers APF and NAF budgets based on documented short- and long-range plans.
- Develops and annually updates local OIs to standardize program procedures and safety and risk-management plans. Coordinates these OIs with appropriate SV, safety, and legal offices.
- Manages program personnel in accordance with Air Force policies. Ensures that programs have properly qualified, certified, and trained staff members and volunteers.
- Acquires and maintains an adequate stock of high-quality outdoor recreation equipment for program and customer use.

28. Base Civil Engineer:

- Develops the base's natural resource plans.
- Performs required facility and grounds maintenance, budgets for construction of Category A facilities (including trails), and provides materials for authorized self-help projects.
- Obtains leases for off-base recreation areas. APF leases are not authorized in CONUS.
- Maintains pump, filter, and chlorinating systems for swimming pools.
- Maintains water and sewage systems. Performs environmental safeguard compliance inspections.
- Manages the base's fish, wildlife, timber, grazing, and agricultural resources. Administers all funds collected from the sale of on-base hunting and fishing permits and other base resource licensing or leasing. These funds can be used to develop outdoor recreation resources in accordance with AFPD 32-70, *Environmental Planning*.

29. Safety Office:

- Makes sure that OIs adequately address safety concerns.
- Verifies that personnel properly secure and store firearms and ammunition and that firing range practices meet ground safety requirements.

- Performs safety inspections of beaches, pools, and other swimming areas.

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